

# 1965 Mental Retardation Legislation

NOVEMBER, 1965

U. S. DEPARTMENT OF  
HEALTH, EDUCATION, AND WELFARE

John W. Gardner, Secretary  
Wilbur J. Cohen, Under Secretary

The Secretary's Committee on  
Mental Retardation  
Washington, D. C., 20201

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Discrimination Prohibited

Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance." Therefore, the mental retardation grants program, like every program or activity receiving financial assistance from the Department of Health, Education, and Welfare, must be operated in compliance with this law.

## 1965 MENTAL RETARDATION LEGISLATION

This has been a year of great strides taken in our national effort to develop and expand programs that help combat mental retardation. Four major pieces of mental retardation legislation have been enacted into law during the first session of the 89th Congress. Funds were also made available in the Department's Appropriations Act for the support of mental retardation programs carried on under existing authority. The highlights of this legislation are summarized in the following Section.

### Section I Highlights of Mental Retardation Legislation

#### 1. P.L. 89-156, "Department of Health, Education, and Welfare Appropriations Act, Fiscal Year 1966"

An estimated \$293,359,000 is made available for the support of mental retardation programs for fiscal year 1966 in the Department's Appropriation Act. \$166,604,000 will support activities in the areas of services, professional preparation, research, demonstrations and construction. The balance of the funds will be obligated for programs of income maintenance. The table below shows the estimated amounts available for fiscal years 1965 and 1966.

#### Department of Health, Education, and Welfare Obligations for Programs in Mental Retardation Under Existing Authority (Thousands of Dollars)

Activity	FY 1965 Estimate	FY 1966 Estimate
Services	\$ 22,587	\$ 49,852
Professional Preparation	24,225	34,248
Research and Demonstration	39,018	46,364
Construction	20,963	35,036
Planning	1,060	- /1
Income Maintenance	113,444	126,755
Other	715	1,104
 Total, all funds	\$ 222,012	\$ 293,359
Grants and Services	108,568	166,604
Income Maintenance	113,444	126,755

/1 Funds available for planning comprehensive State mental retardation programs were authorized under a one time appropriation in P.L. 88-156.

2. P.L. 89-97, "Social Security Amendments of 1965"

Funds are authorized for training professional personnel for the care of crippled children, \$5 million for fiscal year 1967, \$10 million for 1968, and \$17.5 million for each fiscal year thereafter. The program will help reduce the severe shortage of professional personnel to deal with mentally retarded children and children with multiple handicaps.

A new five-year program of special project grants for low-income school and preschool children will provide comprehensive health care and services for children of school age and for preschool children, particularly in areas with concentrations of low-income families.

Grants of \$2.75 million a year for 1966 and 1967 are authorized to assist States in following up and beginning to implement the comprehensive plans to combat mental retardation that have been developed under legislation enacted in 1963.

Federal funds to the States would be authorized for aid to the needy aged in mental or tuberculosis institutions, effective January 1, 1966. Mentally retarded residents of institutions will benefit from this provision.

3. P.L. 89-105, "Mental Retardation Facilities and Community Mental Health Centers Construction Act Amendments of 1965"

This Act amends prior legislation which authorized programs in the area of the education of handicapped children. The new legislation extends and expands the training activities for teachers of handicapped children, and extends, expands and adds construction authority to the program of research and demonstrations in this area.

4. P.L. 89-10, "Elementary and Secondary Education Act of 1965"

Education of Children in Low-Income Families

The heart of this legislation is a three-year program of Federal grants to the States for allocation to school districts to improve the education of some five million children in low income families. The grants are to be used to encourage and support the establishment of special programs, including the construction of school facilities where needed, to meet the special needs of educationally deprived children of low income families.

School Library Resources, Textbooks, and Other Instructional Materials

A five-year program of grants is authorized, with \$100 million provided for the first year, to provide school library resources and other instructional materials, including textbooks.

### Supplementary Educational Centers and Services

A five-year program of grants, with \$100 million authorized for the first year, will enable local educational agencies to establish supplementary educational centers and provide vitally needed educational services not now available in sufficient quantity or quality in the schools and to develop high standard educational programs to serve as models for regular school programs.

### Educational Research and Training

Under this title, the Cooperative Research Act (P.L. 83-531) has been expanded to broaden support of research and development programs aimed at improving the quality of education.

### Grants to Strengthen the State Departments of Education

A five-year grant program, with \$25 million earmarked for the first year, will stimulate and assist States in strengthening State educational agencies for their leadership role in identifying and meeting educational needs.

### 5. P.L. 89-333, "Vocational Rehabilitation Amendments of 1965"

Amendments to the Vocational Rehabilitation Act will assist in the rehabilitation of additional mentally retarded persons to productive life. The amendments include expansion or improvement of programs in the areas of vocational rehabilitation service, rehabilitation facilities, experimental projects, determination of vocational potential, and research and information.

## Section II -- Impact of the New Legislation

### 1. P.L. 89-156, "Department of Health, Education, and Welfare Appropriations Act, Fiscal Year 1966"

The current mental retardation activities of the Department of Health, Education, and Welfare are presented in detail in a recent publication of the Secretary's Committee on Mental Retardation: Mental Retardation Activities of the Department of Health, Education, and Welfare, January 1965. (Available from the Superintendent of Documents, Washington, D. C., price fifty cents). The funds requested in fiscal year 1966 will permit the expansion and broadening during the coming year of the programs described below.

## Services

State health departments and crippled children's agencies use maternal and child health funds administered by the Children's Bureau, Welfare Administration, for programs designed to: increase the services available to the retarded, enlarge existing mental retardation clinics by adding clinic staff, increase the number of clinics, begin clinical evaluations of children in institutions, extend screening programs, provide treatment services for physically handicapped retarded youngsters, and increase in-service training opportunities.

The mentally retarded may receive a variety of services through programs supported by the Vocational Rehabilitation Administration: medical diagnosis, physical restoration, counseling and testing during the rehabilitation process, assistance in job placement, and follow-up to insure successful rehabilitation.

## Professional Preparation

Under the provisions of title III, P.L. 88-164, "Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963," the Office of Education administers a program of training of teachers of the mentally retarded and other handicapped children. Approximately 2,400 fellowships and traineeships were awarded under this program last year for the training of teachers of mentally retarded children. The fiscal year 1966 appropriation for this activity is \$19.5 million.

Training programs form an integral part of many of the mental retardation programs of the Department. In addition to the training of teachers of handicapped children mentioned above, training programs include support of professional preparation programs in the following areas: research training in the basic and clinical biological, medical and behavioral sciences; training of professional personnel for the provision of health, social and rehabilitative services for the mentally retarded; in-service training of workers in institutions for the mentally retarded.

## Research

The Public Health Service estimates that approximately \$7 million will be devoted in the current fiscal year to the support of research grants directly related to mental retardation. In addition, demonstration projects are supported in areas such as diagnostic services, adolescent retardation, and improvement of services in institutions for the mentally retarded. These programs will be expanded in fiscal year 1966.

The Office of Education administers a program of grants for research and demonstration projects in the area of education of mentally retarded and other handicapped children. The new Educational Media Program, administered by the Office of Education, supports research projects related to the application and adaptation of communications media to educational problems of the mentally retarded.

The Vocational Rehabilitation Administration supports selected demonstration projects that seek to coordinate community resources for the mentally retarded. Particular attention is given to coordination between special education and vocational rehabilitation agencies. The fiscal year 1966 appropriation includes funds for expanded activity in the Rehabilitation Research and Training Centers for the mentally retarded established in fiscal year 1965. These centers will provide for the diagnosis, evaluation, treatment and training, vocational counseling and placement of the mentally retarded.

The Children's Bureau administers a program of maternity and infant care project grants that support programs designed to reduce the incidence of mental retardation by providing comprehensive health care to prospective mothers who have or are likely to have conditions which increase the hazard to the health of the mothers or their infants. Research grants administered by the Children's Bureau support projects directed toward the evaluation of programs and improving the development, management and effectiveness of maternal and child health and crippled children's services.

#### Construction

Title I of P.L. 88-164 provides for the construction of three types of facilities for the mentally retarded. The following construction programs are all administered by the Public Health Service:

a. Research centers for the development of new knowledge for preventing and combating mental retardation.

Projects for the construction of such centers have been approved for the following locations: Yeshiva University, New York, New York; University of Washington, Seattle, Washington; Children's Hospital, Cincinnati, Ohio; George Peabody College for Teachers, Nashville, Tennessee; Walter E. Fernald State School, Waltham, Massachusetts. Appropriation for fiscal year 1966 for construction of research centers is \$6 million.

b. University-affiliated facilities for the mentally retarded will provide for training of physicians and other professional personnel vitally needed to work with the mentally retarded.

Projects for the construction of these facilities have been approved for the following locations: Children's Rehabilitation Institute, Reisterstown, Maryland; Georgetown University, Washington, D.C., Walter E. Fernald State School, Waltham, Massachusetts; University of California, Neuropsychiatric Institute, Los Angeles, California; and Children's Hospital Medical Center, Boston, Massachusetts, Appropriation for fiscal year 1966 is \$10 million.

c. Construction of community facilities for the mentally retarded will begin in fiscal year 1965. The facilities constructed under this legislation will include a variety of services: diagnosis, treatment, education and training or care of the mentally retarded. Requested appropriation for fiscal year 1966 is \$12.5 million.

#### Income Maintenance

The Bureau of Family Services, Welfare Administration, administers the five Federally-supported public assistance programs. These programs assist children who are deprived of parental support or care, the needy aged, the medically indigent aged, the needy blind, and the permanently and totally disabled. Mental retardation itself is an eligibility factor only in the category of aid to the permanently and totally disabled. About 80,000 retarded adults will receive payments through this program this year.

The social security program, administered by the Social Security Administration, contributes to the maintenance of the mentally retarded through the payment of monthly benefits to eligible recipients.

#### 2. P.L. 89-97, "Social Security Amendments of 1965"

##### a. Training of Professional Personnel for the Care of Crippled Children

Of the 4.1 million children born each year about 3 percent -- at birth or later -- will be classified as mentally retarded. The 29,000 children in 1964 who were served by the 94 clinics in the country supported with maternal and child health and crippled children's funds represent only a small fraction of the children who need this kind of help. A large number of these children also have physical handicaps. Despite the growth in the number of clinics serving mentally retarded children, and the increase in the number of children served, waiting lists remain long. Lack of sufficient numbers of trained personnel to staff clinics is a major reason why applications for services for mentally retarded children exceed existing resources.

The growth of programs for children with various handicapping conditions including those who are mentally retarded, and the construction of new university-affiliated centers for clinical services and training are increasing the demands for adequate trained professional personnel. These university-affiliated centers will offer a complete range of services for the mentally retarded and will demonstrate programs of specialized services

for the diagnosis, treatment, education, training and care of mentally retarded children, including retarded children with physical handicaps. They will be resources for the clinical training of physicians and other specialized personnel needed for research, diagnosis, training or care.

P.L. 89-97 authorizes appropriations of \$5,000,000 for fiscal year 1967, \$10,000,000 for fiscal year 1968 and \$17,500,000 for each fiscal year thereafter for grants to be used in the training of professional personnel for the care of crippled children.

Grants will be made to institutions of higher learning for training professional personnel such as physicians, psychologists, nurses, dentists, and social workers for work with crippled children, particularly mentally retarded children, and those with multiple handicaps. Training of such scarce personnel, especially in clinics and university centers, now provided to a limited extent from funds available under existing authority, will be greatly accelerated.

The program will help reduce the severe shortage of professional personnel to serve mentally retarded children and children with multiple handicaps.

b. Project Grants for the Health of School and Preschool Children

Children of low-income families will benefit from a new comprehensive medical care program provided in Sec. 532 of the Social Security Act. In order to promote the health of children and youth particularly in areas with concentrations of low-income families, P.L. 89-97 amends Sec. 532 by authorizing \$15,000,000 for the fiscal year 1966, increasing to \$50,000,000 for the fiscal year 1970 to provide up to 75% of the costs of comprehensive projects which must include screening, diagnosis, preventive services, treatment, correction of defects and aftercare, both medical and dental. The services provided under such projects are required to be coordinated with other State or local health, welfare, and educational programs for these children.

These programs will serve children with a wide variety of problems, including mentally retarded children, and will contribute to the development of additional resources especially in major population centers where there is frequently much overcrowding of existing facilities.

Grants will be made to health departments, crippled children's agencies, schools of medicine and to teaching hospitals affiliated with such schools.

The programs discussed above are administered by the Children's Bureau, Welfare Administration, Department of Health, Education, and Welfare. Additional information may be secured from that agency.

### c. Implementation of Mental Retardation Comprehensive Plans

The passage of the "Maternal and Child Health and Mental Retardation Planning Amendments of 1963" (P.L. 88-156), authorized, for the first time, grants to States and Territories for comprehensive mental retardation planning. The planning is collaborative and interagency in nature, with participation of agencies responsible for services in education, employment, rehabilitation, welfare, health, and the law, including both community agencies and residential programs. Funds totaling \$2.2 million were made available for two fiscal years, 1964 and 1965.

Basic planning grants of \$30,000 each were allocated and awarded to all the States and Territories (except American Samoa), and supplemental planning funds, totaling \$579,998, were awarded to a total of 35 States and Territories for a variety of extended planning projects. These grants have made it possible for the States and Territories to begin comprehensive mental retardation planning. Close Federal-State liaison has been maintained in this effort.

The majority of States are well along in their planning, and are discovering areas of concern that will require considerable coordination of activities. Some of these areas of concern are: lack of adequate statistics on the extent and distribution of the mentally retarded in the State; attention to special needs of the retarded in certain ethnic groups within the total population; and planning at the community level and integration of this planning with the overall State plan.

P.L. 89-97 extends the grant program begun under P.L. 88-156, thus enabling the States to begin implementing their comprehensive plans to combat mental retardation. The program will provide the States with long-term experience in collaborative activities, and will more clearly demonstrate to them the value of this relatively new approach in mental retardation.

A substantial portion of the initial grant made available during the past two fiscal years had to be utilized in the organization of the interagency mechanism to coordinate the comprehensive planning. Therefore, continuation of the grant program will assist the States in initiating their comprehensive plans and accelerate the necessarily slow process of integrating local and State activities.

Most States will recommend the establishment of an ongoing inter-departmental board or body to coordinate the implementation of the plan to combat mental retardation. Grants, to be matched by the States, under this legislation will provide the necessary staff and expenditures required by the interdepartmental board. Some States anticipate using a portion of the funds to initiate an ongoing program of public education and interpretation of the plan to the general public, important citizen and voluntary groups and the members of the State legislature.

Many of the recommendations in the State plans will require implementation by individual State departments and agreements or contracts between State and private agencies to carry out certain jointly-sponsored services.

There will be need for staff to follow through with interpretation to employees of the individual departments to expedite those activities which can be given implementation immediately, and to negotiate agreements and activities between agencies.

The mentally retarded are served in the community. For this reason, much of the implementation will take place at that level. It is anticipated that community organization personnel will be supported through this program.

One State has already initiated its planning program through the use of State funds. The final plan has been published. In it, ten areas of concern are identified as requiring intensive study in depth. It is anticipated that many States will also identify areas which may yield broad general recommendations, but require concerted effort and detail study to work out the details for implementation.

Each of the 54 States and jurisdictions participating in the planning grant program under P.L. 88-156 is making great strides in the effort to develop means of solving the problems of mental retardation. There is widespread recognition that blueprints alone are not sufficient. Planning requires action to be productive. The new legislation will enable the States to transform their blueprints into dynamic programs of action.

Additional information concerning the State comprehensive mental retardation planning grant program may be obtained from Mental Retardation Branch, Public Health Service, Department of Health, Education, and Welfare, Washington, D. C.

#### d. Mentally Retarded Persons in Institutions

P.L. 89-97 authorizes Federal funds to the States for needy aged who are residents of mental institutions. The mentally retarded who are residence of institutions have long been excluded from receiving public assistance payments. This bill would permit their participation.

In order to qualify for Federal participation, the State public assistance plans would have to include provisions designed to insure the best possible care for individual recipients, including alternatives to institutional care. States would also have to be making satisfactory progress in developing comprehensive mental health programs including community mental health centers. States would receive Federal funds only to the extent that they increase their expenditures for mental health services (for persons of all ages) under public health or public welfare programs.

3. P.L. 89-105, "Mental Retardation Facilities and Community Mental Health Centers Construction Act Amendments of 1965"

This new legislation amends two existing laws 1/ which provide funds for training of teachers of handicapped children and research and demonstration projects related to special education. The new law will strengthen and expand the programs for the mentally retarded begun under prior legislation, and accelerate the national effort to provide the best possible education to mentally retarded children.

It is estimated that there are approximately six million handicapped children and young people in the United States in need of special educational opportunities. Included among these six million are children who are mentally retarded, seriously emotionally disturbed, deaf and hard of hearing, crippled and other health impaired, speech handicapped, or visually handicapped. For the majority of these children, there currently exists little or no opportunity for special education. For example, it is to be noted that an estimated 1,500,000 of the Nation's school-age mentally retarded children are in need of special education services.

The program of training of teachers of mentally retarded and other handicapped children is extended for an additional three years. The existing law authorized the program through June 30, 1966. The present Amendments extend it through June 30, 1969. Authorization for appropriation is as follows:

<u>Fiscal Year</u>	<u>Amount of authorization</u>
1966	\$19,500,000
1967	29,500,000
1968	34,000,000
1969	37,500,000

The research and demonstration program is also extended to 1969 with increased authorization for appropriations. The present law authorized funds only through June 30, 1966. In addition, as part of the research and demonstration authority, the Commissioner of Education is authorized to make a grant to an institution of higher learning for the construction, equipping and operation of a facility for research and demonstration in the field of education of handicapped children.

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1/ P.L. 85-926, "Fellowship Programs for Training Teachers of the Mentally Retarded," and P.L. 88-164, "Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963."

Authorization for appropriations is as follows:

<u>Fiscal Year</u>	<u>Amount of authorization</u>
1966	\$ 6,000,000
1967	9,000,000
1968	12,000,000
1969	14,000,000

Training of Teachers

A major deterrent to the needed expansion of special education programs for our Nation's handicapped children has been the critical shortage of well-trained teachers and other related professional personnel. It is estimated that we have only one-fourth of the number of special education teachers that are currently needed. That is, we have approximately 60,000 - 70,000 teachers of handicapped children--many of whom have minimal special training--when we really have a need for about 300,000 such trained teachers.

From 1958 through 1963 the Office of Education administered, under the provisions of P.L. 85-926, a graduate fellowship program in the education of the mentally retarded. In October of 1963 this law was amended and vastly expanded by P.L. 88-164 to include not only the area of the mentally retarded, but also the areas of seriously emotionally disturbed, deaf and hard of hearing, crippled and other health impaired, speech handicapped and visually handicapped.

In addition, the \$1 million authorization was increased to \$11.5 million for fiscal year 1964, \$14.5 for fiscal year 1965, and \$19.5 for fiscal year 1966.

For fiscal year 1965 approximately \$36,000,000 was requested by 254 institutions of higher learning and 50 State education agencies applying for participation in the program. The total of \$14,500,000 was available and awarded. Over \$14 million was requested for the training of teachers of mentally retarded children.

Approximately 2,500 persons will receive training in the education of the mentally retarded under fiscal year 1965 funds. At least 55,000 trained teachers of the mentally retarded are needed.

During the second award year (fiscal year 1965) of the expanded grant program under P.L. 88-164, 153 colleges and universities were awarded grants in the education of the mentally retarded. These colleges and universities were located in 47 States, District of Columbia, and Puerto Rico. In addition, each of the 50 State education agencies was awarded grants in the area of mental retardation.

Research and Demonstration in the Education of Handicapped Children

In addition to training of teachers, P.L. 88-164 also authorizes a three-year research and demonstration program in the education of handicapped children. Authorized to be appropriated each year was \$2 million. In fiscal year 1964, \$1 million of the \$2 million was appropriated. During this year, the Office of Education received almost \$6 million in requests. Twenty-two percent of the proposals were funded.

In fiscal year 1965, the full authorization was appropriated. Approximately \$850,000 was used for continuation costs and \$1,150,000 for new research. It is estimated that project applications requesting approximately \$7 million were processed this year.

Impact of the New Legislation

The extension and expansion of the two programs are of tremendous importance to those who are concerned with the educational opportunities that are available to the mentally retarded. The increased funds for training will permit us to more adequately meet the need for qualified teachers of the mentally retarded and to close the gap a little more between number of teachers needed and those available.

At the present time there is little objective evidence concerning the most effective methods for meeting the needs of mentally retarded children and youth. Research is necessary to describe and define the intellectual, emotional, social, and physical needs of these children. If their educational needs are to be met, it is also necessary to develop effective remedial techniques, classroom procedures, new methods of instruction, special materials, appropriate curriculum, and to translate research findings into practical application. The expanded research program will make a significant contribution to the research effort designed to meet these needs.

The new construction program in P.L. 89-105 deserves a special word. The research center constructed under this program would have the major objectives of research, demonstration, and dissemination. It would concentrate human and financial resources on the critical and difficult problems involved in the education of handicapped children, and would bring together the best researchers and the best teachers, as well as research trainees.

The facility will include (1) experimental classrooms, constructed specifically for the children who would occupy them, incorporating the most modern technological advances with provisions for varied research activities; (2) research equipment centers and laboratories for the development of electronic and other research devices; (3) an instructional materials center for the accumulation and production of modern instructional materials for the teaching of the handicapped; and (4) a dissemination component to insure effective dissemination of the products of the center and to encourage the utilization of such products.

The programs discussed above are administered by the Office of Education, Department of Health, Education, and Welfare. Additional information concerning them may be secured from that agency.

#### 4. P.L. 89-10, "Elementary and Secondary Education Act of 1965"

A central objective of President Johnson's Great Society program is full educational opportunity for everyone. The reason for this objective is clear. We have reached a point where progress no less than conscience demands that every child be given a chance, through education, for a fair start in life. Although the value of education is widely recognized, as a society we have not yet fully realized its applicability for the handicapped. Yet research shows that handicapped children, including the mentally retarded, can benefit greatly from well-conceived, vigorously pursued programs of special education.

The need to expand educational opportunity for the handicapped is urgent. More than 2 out of every 100 school children are mentally retarded. The number of these children will increase from the current total of 1,117,800 to 1,189,100 by 1970. Three out of four retarded children today receive no special instruction whatever. They are left to shift for themselves in classrooms where they cannot compete. They are the vanguard of the early dropouts.

The reason for this neglect is that we do not have enough teachers specially trained in the problems of the retarded. It is estimated that we will need 85,900 teachers for retarded children alone in the 1965-66 school year and 91,400 by 1970 as the school population increases. Yet today, we have only about 60,000 teachers for all types of handicapped children many of them only partially trained.

The Elementary and Secondary Education Act of 1965 (P.L. 89-10) will give an enormous impetus to developing educational services for the retarded. Title I authorizes a three-year effort to encourage and support the creation, expansion, or improvement of special programs. This may include the construction of facilities to meet the needs of culturally deprived children from low income families, many of whom are diagnosed as mentally retarded but who actually are only lacking in educational experience. It is estimated that 50 per cent or more of children with IQs between 70 and 80 come from disadvantaged homes. Special teaching efforts for these children in the pre-school and early school years can make up for much of their scholastic shortcomings.

We have an inescapable moral obligation to help these children before they suffer irreversible academic and personal tragedy. Moreover, the cost is a good economic investment. Institutional care for an untrained retarded child costs the public about \$2,000 a year, perhaps \$100,000 over a lifetime. It costs only about \$1,000 per year for 12 years to train a retarded person. There is a still further gain -- the mentally retarded with proper training become members of society, earning money for themselves and contributing to the progress of our society.

There is a wide variety of services potentially available under the Education Act. Crucially important is early identification of the retarded. The earlier their condition is discovered, the greater the likelihood of success in reducing or completely reversing the damage that has already been done, whether due to cultural or other factors. Under the new legislation, public school districts could hire psychologists to diagnose retardation in the pre-school years. These services could be made available in clinics operated by the schools as part of neighborhood centers designed to attack the problems of deprived children from all sides. The clinics might also provide across-the-board medical and psychiatric services. These efforts could be coordinated with Project Headstart of the Office of Economic Opportunity, which aims to identify and help deprived youngsters during the summer before they enter kindergarten.

At this point, parental involvement would be vital and should be encouraged, if the retarded are to have reasonable prospects of achieving a place in adult society. Many parents need help in understanding why their children are different and what kinds of help they need. Sometimes parents themselves need to be persuaded to expand their own horizons, or at least to cooperate with school authorities in the effort to provide a better future for their children. Studies and field projects indicate that this approach is among the most fruitful remedial efforts that can be undertaken by the school or community. Education Act funds can be employed to finance home visits by teachers, counselors and social workers who, with the aid of key men and women from the neighborhood, will try to solicit parental interest and cooperation. Parents of deprived children should "get into the act" as partners in this great national effort of human development and renewal.

Once identified, the retarded could be helped by special classes or could even be guided back into the mainstream of regular work with supplementary teaching materials designed to encourage the widest possible use of their latent sensory and mental capacities. The aim would be to provide those enriching and stimulating experiences which the normal child takes for granted. An important role will be reserved under Title II for picture books, movies, and taped records of music and simple poetry. Arts and crafts will be essential to any program for the retarded. Programmed instruction, too, will play an increasing part as we develop suitable curricula for the retarded child. Machines may be even more useful for the retarded than for normal children in teaching reading and arithmetical skills. Besides reducing failure to a minimum, they eliminate the need for criticism by teachers. For some children this impersonal approach may be just the corrective that is desired.

Others -- and all retarded children much of the time -- will need to have intimate contact with sympathetic teachers. These teachers need to be not merely good but expert in their field. Under the Elementary and Secondary Education Act inservice training could be provided for teachers by consultants and by mobile teams of university specialists who would examine problems on the spot and recommend correctives. There should be

regular exchanges between teachers and research personnel. Teachers of the retarded should expect to attend university summer institutions as a matter of course.

Moreover, additional teachers can be hired with Elementary and Secondary Education Act funds as they become available. Our goal is a pupil-teacher ratio of 13 to 1; the retarded need much more intensive instruction than other children. Their teachers need to be freed of clerical and maintenance chores. They also need the constant, day-to-day help of supervisors trained in methods of educating the retarded. Funds can be provided under the Act for refresher training for supervisors and for training and hiring teacher aides.

The retarded, like other children, need variety in their lives, for psychological as well as intellectual reasons. The new Act can help school districts provide educational summer camps or all day summer schools for retardates. Even pupil exchange programs are not out of the question, particularly if bus transportation from the students' homes can be provided. For the adolescent retarded, remunerative work experience can be arranged with employers in the neighborhood. In conjunction with this effort, both retarded children and their parents will need special guidance on job opportunities before and after the children leave school for good. Finally, funds under the Act can be applied to the cost of minimal clothing which may be needed to enable the poorest of the retarded to stay in school until they can contribute to their own maintenance.

Title III of the Act recognizes that one of the greatest challenges to improving educational quality for all students in our schools is the uneven distribution of scientific and cultural as well as purely "educational" facilities and resources. This inequality is particularly unfortunate for the retarded. Broadening their environment of deprivation increases their inadequacy. Among the variety of supplementary services that may make the difference between success and failure in teaching the retarded are special instruction in science, languages, music, and the arts, and regular, easy access to museums, laboratories, art galleries and theatres. Title III would open up these opportunities to the retarded on a fairly large scale for the first time.

Educational centers would also be set up to establish model programs which could mark the beginning of wholly new approaches to teaching the culturally deprived and mentally handicapped. Because the education of the retarded is constantly changing, teachers in this field need to experiment with new ideas and materials and test them under actual classroom conditions. The Centers would enhance such experimental teaching. The use of auxiliary teams of psychologists and social workers can best be weighed, organic defects and environmental conditioning can best be evaluated, and appropriate curricula and methods prepared in these special centers.

Title IV of the Act authorizes the training of research personnel and the development of improved methods of disseminating research findings to other education centers and local school districts. Private noncollegiate research organizations and professional associations are eligible to participate in this training effort. Title III of the Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963 (P.L. 88-164) has already demonstrated the widespread interest and need for research and training in the area of the handicapped. Centers established specifically for research and training in the field would permit more systematic program development and exploit professional manpower, now in very short supply, more efficiently.

None of the new programs for the retarded now being considered will be fully effective without the strongest educational leadership at the State level. State education agencies are in a strategic position to initiate broad-scale and thoroughgoing reforms and improvements. However, some States now lack even one full-time person in the area of special education for the handicapped. This lack of professional personnel must be remedied if research data, new methods, and trained teachers and supervisors are to be brought quickly and imaginatively into the classroom, and made available to all who need them. Title V of the Elementary and Secondary Education Act is addressed to this very problem; it authorizes a 5-year program to stimulate and assist in strengthening the leadership resources of State education departments.

This brief review shows beyond question that we are entering a new era in the field of education. The Elementary and Secondary Education Act of 1965 will make possible a broad assault, not only on retardation, but on those conditions in our society which cause and aggravate it. Steps will most certainly be taken to brighten the environments which foster retardation, to involve parents in the schools, to give teachers the opportunity for advanced training, to provide new and exciting courses of study, and to expose the retarded to enriching cultural experiences. The new legislation is a well-conceived effort to assure equal opportunity for education and life fulfillment to the least fortunate of our citizens. As such it is a landmark in the achievement of a Great Society.

#### 5. P.L. 89-333, "Vocational Rehabilitation Act Amendments of 1965"

Several amendments to the Vocational Rehabilitation Act will assist in the rehabilitation of an additional number of handicapped people, including those who are mentally retarded, to productive and satisfying life. These are:

##### a. Expansion of Programs for Vocational Rehabilitation Services

This amendment provides for a 5-year incentive grant program to States and other nonprofit groups to plan and initiate a further expansion of rehabilitation programs in States which seem to have a high potential for increasing the number of persons who could be rehabilitated and employed.

Many communities will be aided to start programs for those with types of disabilities who have not been helped much previously--the cerebral palsied, the deaf, or the retarded. Other localities will be able to expand markedly programs already underway.

The provision for comprehensive State planning will make possible an inventory and review of existing vocational rehabilitation resources. This will include analysis of the extent to which available services for the retarded and other groups may need to be supplemented or redirected to achieve the training and placement of greater numbers of retarded and other severely disabled people each year.

b. Rehabilitation Facilities

One of the basic requirements for effective service to the severely disabled is to have available modern rehabilitation facilities. Under the Hill-Burton Facilities construction program, a substantial beginning has been made in improving rehabilitation clinics and centers associated with hospitals.

A comparable effort is needed in connection with those facilities which are primarily of a vocational nature, along with workshops in which the disabled person's work potential can be evaluated and job training given.

The new legislation authorizes a 5-year program involving Federal assistance to plan, build, equip, and initially staff rehabilitation facilities and workshops. The Vocational Administration will begin to help States and communities to provide those additional resources.

Workshops for the retarded may include such construction as may be necessary to provide residential accommodations for use in connection with the rehabilitation of mentally retarded individuals.

c. Experimental Projects (Locally financed)

In many communities local public funds from a variety of sources such as the school systems, hospitals, and welfare departments could be made available to the States to help in the rehabilitation of handicapped local residents. Heretofore, these resources ordinarily have not been used for the vocational rehabilitation of their residents.

This amendment, waiving certain requirements for Statewide operations, permits Federal matching of such funds in the same manner and at the same rate as other State funds are matched. Local rehabilitation resources will be expanded, improvements made in existing services, and the numbers of disabled people given services will increase.

#### d. Innovation Projects

Under Sec. 3 of P.L. 83-565, State rehabilitation agencies have developed over 300 projects for the extension and improvement of the rehabilitation services. These projects have contributed significantly to the development of specialized programs needed in the rehabilitation of the severely disabled and other hard-to-rehabilitate cases. Heretofore, such projects have been financed 75 percent by Federal funds and 25 percent by State resources. This amendment extends up to 5 years the time, during which the favorable rate of Federal funds for these developmental projects could be paid. The Federal rate is increased to 90% of cost during the first 3 years and 75% of cost during the next two years. At the request of the State, such payments may be at a lower percentage.

#### e. Services to Determine Rehabilitation Potential of the Disabled

Heretofore, services of the State-Federal vocational rehabilitation program can be provided only to disabled persons who, after initial evaluation, are considered to have a reasonably clear vocational potential.

This proposal allows Federal funds to be used to help provide vocational rehabilitation services for a period of 6 months to selected handicapped persons whose vocational capabilities cannot be predicted as favorable at the outset.

In the case of mentally retarded persons and other persons with disabilities especially designated by the Secretary, the period may be extended to 18 months. During this time a more adequate evaluation of the real capacity of the mentally retarded can be undertaken. Their eligibility for more and complete help toward employment can be determined.

Under this proposal the State vocational rehabilitation agencies will work with more disabled public assistance cases and people in other "hard-core dependency" groups such as young people rejected for the draft or the Job Corps, thus helping to return more people to self-help and employment and to reduce the high social and economic costs of continued dependency.

It means that large numbers of the mentally retarded can be prepared by the vocational rehabilitation agencies to assume a more productive and satisfying role in society.

#### f. Workshop Improvement Programs

Under these proposals the Secretary will be able to undertake several new activities in connection with workshops. Together these amendments are designed to help improve the Nation's workshops as resources for the vocational rehabilitation of greater numbers of retarded and other disabled people.

The Secretary will establish a representative National Policy and Performance Council to advise him with respect to policies and programs involving help to workshops. The Secretary will provide directly, or through contracts, for technical assistance to workshops on a variety of problems.

Improvement grants will be made to workshops on a project basis to help pay part of the cost of analyzing, improving, or increasing professional services to clients or improving their business operations. Project grants will be made to certain workshops to enable them to pay the cost of training services, including allowances, for handicapped persons undergoing training. The programs for grants for workshop improvements and training allowances are each authorized for a 5-year period.

g. Research and Information

This amendment extends the authority of the Secretary to undertake research, studies and demonstrations and to make reports upon such new knowledge. Existing authority to establish and operate a substantially augmented program of information service is supplemented. It will be possible to make available to agencies, organizations and persons concerned with vocational rehabilitation, much more information on resources, problems, research underway and the results of complete research projects, and other matters helpful in advancing the rehabilitation of handicapped people.

The other proposed amendments will improve the administration of the vocational rehabilitation program, but will have no special impact upon the volume or nature of services for the mentally retarded.







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